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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART I. AFRICA

Section 19 - Swaziland

(submitted by the High Commissioner)

GE.94-02924

I.19 SWAZILAND

Country Overview

Characteristics of the refugee population

1. At 31 December 1993, Swaziland hosted a refugee population of 45,507 persons of whom some 15,000 from Mozambique and 507 primarily urban refugees of other nationalities were receiving assistance from UNHCR. The Government estimated that some 30,000 unassisted Mozambicans had settled in rural areas of their own accord. The breakdown of the assisted caseload was as follows:

Country of Origin	Total 31.12.93	Percentage M	F	C	Location
Mozambique	15,000	17	20	63	Malindza/Ndzevan
South Africa	190	17	21	62	Ndzevane/elsewhere
Angola	120	92	3	5	Malindza/elsewhere
Zaire	76	86	10	4	Malindza/elsewhere
Others	121	84	11	5	Malindza/elsewhere
Total	15,507	18	20	62	

Major developments (1993 and first quarter 1994)

2. The signing of the General Peace Agreement between the Government of Mozambique and the Resistência Nacional Moçambicana (RENAMO) on 4 October 1992 paved the way for the commencement of the voluntary repatriation of Mozambican refugees from Swaziland. The organized movement began in October 1993 and ended in June 1994. It involved the repatriation of 16,643 Mozambicans. As this constituted the largest refugee population in the country, the end of repatriation has had a considerable impact on the future direction of the refugee programme in Swaziland.

3. There was an increase in the number of asylum-seekers from other countries, notably Angola and Zaire. As a result, care and maintenance assistance for urban refugees has been considerably increased.

Programme objectives and priorities

4. The objectives of the country programme for 1994 and 1995 have been established as follows:

Mozambican Refugees:

5. The repatriation operation was completed in June 1994. The Branch Office and the Government of Swaziland are preparing a plan for the closure of the two Mozambican refugee camps, Malindza and Ndzevane by the end of the year. Care and maintenance assistance for Mozambican refugees will also be gradually phased out. Asylum applications and assistance for the residual caseload of Mozambican refugees who are unwilling to repatriate will be reviewed on a case-by-case basis. In this connection, UNHCR will work closely with the Government of Swaziland to develop a system ensuring the fair treatment of individual cases.

Urban refugees:

6. Needy refugees will continue to receive care and maintenance assistance pending the identification and attainment of a durable solution. UNHCR will continue to monitor the situation in countries of origin and promote individual voluntary repatriation on a case-by-case basis, if and when conditions for safe return are determined to exist. Efforts are also underway to clear the backlog of asylum applications awaiting a decision by the Political Asylum Committee.

Arrangements for implementation/related inputs

7. A Tripartite Commission comprising representatives of the Governments of Swaziland, Mozambique and UNHCR was formed in 1993 to oversee the repatriation of Mozambicans from Swaziland. An operational sub-committee, which included the main implementing partners, was formed to plan and conduct the organized movement.

8. The assistance programme for Mozambican refugees has been implemented over the years under tripartite agreements between the Government of Swaziland, UNHCR and implementing partners. The Government of Swaziland has provided a camp administrator in each of the two camps and staff responsible for other sectors such as education and health.

9. As the organized repatriation to Mozambique has been completed, the two main implementing partners, Caritas and the Lutheran World Federation, are expected to close down their activities in the refugee programme by the end of 1994. World University Services-Canada will also hand over the residual urban caseload receiving education assistance under the local settlement project to the Government. Care and maintenance assistance for urban refugees as well as education grants for university students will continue to be administered by the UNHCR Branch Office until the end of 1994. In 1995, an implementing partner will be identified jointly by UNHCR and the Government of Swaziland to administer these two projects, as UNHCR staff in the country will be reduced.

10. In addition to providing monthly food rations for all Mozambican refugees in the two camps, the World Food Programme (WFP) provided a one-month ration to all repatriants for their return. Provision of basic and complementary food in the two camps has also been gradually reduced with the departure of the Mozambican refugees.

General Programmes

(a) Variations in planned activities in 1993

11. The assisted Mozambican refugee population decreased from 24,000 in January 1993 to 15,000 in December 1993 as a result of the commencement of the repatriation operation. However, due to inflation and the fixed costs components of the care and maintenance project, the budget was not reduced as expected.

12. A cholera outbreak detected in Swaziland in the latter part of 1992 was brought under control in the first quarter of 1993. UNHCR deployed an epidemiologist on secondment from the American-based Centers for Disease Control to assist the local health authority. The disease claimed the lives of some 49 refugees. Additional funds were made available to cover the costs of extra health staff and the required medical supplies for the cholera outbreak during the first quarter of the year. Two vehicles were purchased for the camp administration of the Government in the camps of Malindza and Ndzevane.

13. There was a notable increase in the number of new urban asylum-seekers from countries other than Mozambique, rising from 166 in January 1993 to 507 persons by December 1993. This has resulted in a considerable increase in the budget for the care and maintenance project for non-Mozambican asylum-seekers.

14. Higher expenditure was incurred in the local settlement project for primary and secondary school education for urban and rural refugees due to the above-mentioned increase in the number of beneficiaries. Mozambican refugee students also continued to receive education assistance at primary and secondary institutions.

15. Voluntary repatriation assistance to South African refugees was covered under a project administered by UNHCR Headquarters.

16. Some $ 15,300 were spent from the Headquarters Overall Allocation for individual refugees who were accepted for resettlement in a third country.

(b) 1994 planned implementation

17. With the end of the Mozambican repatriation operation, care and maintenance assistance for Mozambican refugees in the two camps of Malindza and Ndzevane is to be phased out. WFP food assistance has also been scaled down accordingly. In addition, the staff of implementing partners in the two refugee camps has been gradually reduced.

18. Emphasis will now be placed on the Mozambican residual caseload, with a view to providing assistance in individual status determination, as well as provision of basic care and maintenance, pending a decision on their cases.

19. Given the considerable increase in the number of urban refugees, the budget for the care and maintenance assistance for this group is being revised upwards. The Office will attempt to find a durable solution to their plight. Resettlement to third countries and voluntary repatriation on an individual basis will continue

when feasible. Efforts to promote skills training and income generation activities to encourage self-reliance will also continue.

20. The local settlement project which mainly covered education assistance for Mozambican refugees will be scaled down in a similar manner. Urban refugees benefiting from education assistance, and any residual Mozambican caseload, will continue to be assisted under this project.

(c) **1995 programme proposals**

Care and maintenance

21. The care and maintenance assistance for Mozambican refugees will be discontinued by the end of 1994 and WFP food assistance is to be discontinued in 1995. The needs of any Mozambican refugees remaining in Swaziland will be determined on a case-by-case basis and will be provided for under the care and maintenance project for urban refugees.

22. The proposed allocation for the care and maintenance assistance for urban refugees is lower than that of 1994, as some of the refugees are expected to have attained self-reliance, and a durable solution may have been found for others during the course of 1994. Assistance is therefore planned in 1995 for the residual Mozambican caseload of some 500 persons, as well as refugees of other nationalities.

Local settlement

23. The assistance in primary and secondary school education in various institutions will continue to be administered for refugee students, both for Mozambicans and other nationalities.

Resettlement

24. Those persons of concern to the High Commissioner because of fear of persecution if they return to their countries, but who have been denied refugee status by the Government of Swaziland for various reasons, will be presented for resettlement to potential receiving countries. Individual cases for resettlement will continue to be referred to UNHCR Headquarters for processing and transport arrangements.

Special Programmes

Education Account

25. The 1993/1994 appropriation covered scholarship assistance to 16 refugee students, who enjoy refugee status either in Swaziland or in other African countries, to receive university-level education in Swaziland. The same number of beneficiaries is being assisted under the project in the 1994/1995 academic year. Twenty-four refugee students will benefit from scholarship assistance in 1995/1996.

Mozambique Repatriation Operation

(a) **Variations in planned activities in 1993**

26. In 1993, a total of 5,356 Mozambican refugees repatriated in ten organized convoys. A total of 3,644 returned spontaneously, mainly to Maputo Province. The organized movement started in October 1993 after a delay in finalizing implementation arrangements, which resulted in a lower expenditure than foreseen in the budget.

(b) **1994 planned implementation**

27. The repatriation operation was expected to be completed in June 1994. At 3 June 1994, 16,643 Mozambican refugees had returned home through 28 organized convoys. No repatriation activities are planned in 1995. Funding for 1994 is being provided by an extension of the 1993 project.

Programme Delivery and Administrative Support Costs

(a) Variations in planned activities in 1993

28. Prior to the establishment of posts in April 1993, staff had to be recruited under temporary assistance for the planning and implementation of the repatriation movement of Mozambican refugees. This resulted in a higher expenditure in the budget for salaries and common staff costs.

29. The delay in finalizing implementation arrangements for the repatriation resulted in savings in the regional and local travel budgets which had been planned for the purpose of coordination with the implementing partners and the Governments of Swaziland and Mozambique.

(b) **1994 planned implementation**

30. The actual repatriation movement was completed at the end of June 1994, and the posts created for this operation were planned for discontinuation at the same time. However, in order to ensure a smooth winding down of activities, the discontinuation date of the international and six local posts established under the repatriation programme was deferred until September 1994. Provisions for salaries and related costs in the administrative budget were revised upwards accordingly. The rent of the UNHCR Office premises in Mbabane has been increased, as per the current lease agreement, necessitating an increased allocation for the rental of premises.

(c) **1995 programme proposals**

31. Following the completion of the repatriation programme in 1994, the Representative's post will be discontinued as of 31 December 1994, as will most local posts, with the exception of the Senior Administrative Assistant and one Driver. The Protection Officer's post will also remain after 31 December 1994 and be reclassified to Senior Liaison Officer, with the status of the UNHCR Office

changed to a Liaison Office. This Office will receive supervision and professional support from the Office of the Regional Representative for southern Africa.

32. A much reduced provision is therefore being proposed for the administrative budget, reflecting the scaling down of operational activities and the reduction of the staffing level for the UNHCR Office in Swaziland.

UNHCR EXPENDITURE IN SWAZILAND

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
1,469.5	670.0	932.3	CARE AND MAINTENANCE	450.0
0.4 a/	–	–	VOLUNTARY REPATRIATION	–
262.3	125.0	120.6	LOCAL SETTLEMENT	121.8
15.3 a/	–	–	RESETTLEMENT	–
–	–	284.9	PROGRAMME DELIVERY See Annexes I a and II a	159.7
1,747.5	795.0	1,337.8	SUB–TOTAL OPERATIONS	731.5
475.6	228.9	48.5	ADMINISTRATIVE SUPPORT See Annexes I b and II b	39.9
2,223.1	1,023.9	1,386.3	TOTAL (1)	771.4
SPECIAL PROGRAMMES (2)				
54.2	57.0	57.0	EDUCATION ACCOUNT 24 university scholarships	79.5
926.0	582.3	–	MOZAMBIQUE REPATRIATION OPERATION	–
–	–	234.0	PROGRAMME DELIVERY See Annexes I a and II a	37.6
–	–	24.9	ADMINISTRATIVE SUPPORT See Annexes I b and II b	18.8
101.9	–	–	OTHER TRUST FUNDS	–
74.7	110.0	34.0	ADMINISTRATIVE SUPPORT Junior Professional Officer	34.0
1,156.8	749.3	349.9	TOTAL (2)	169.9
3,379.9	1,773.2	1,736.2	GRAND TOTAL (1+2)	941.3

a/ obligation incurred against Overall Allocation